

TOWN OF NAGS HEAD

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1981

LAND USE PLAN

EXECUTIVE SUMMARY

HD268.N34T69 1981

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The Nags Head Land Use Plan addresses land use related problems currently facing the Town and those anticipated during the next ten years. Although it is not technically a comprehensive land use plan, the plan is comprehensive in scope. The plan was undertaken to examine in as technical a manner as possible a number of subject areas of concern to the Town, particularly population, environmental systems and constraints, housing alternatives, transportation problems and carrying capacity. The technical information served as a basis for the formulation of the policy section, which is in itself the best summary of the land use plan.

The primary purpose and use of the Nags Head Land Use Plan is to govern local decisions concerning land use related issues. The land use plan has several secondary purposes including to guide federal and state officials in making decisions that effect the Town and which involve the use of the land.

This summary is a fairly accurate representation of what is in the land use plan. The user of the executive summary is cautioned against quoting the policies without consulting the policy section. Certainly a full understanding of the policy section is not possible without reading in detail the technical sections used to formulate policy. Furthermore, it should be noted that the land use plan is flexible. Additional sections will be added as the Town addresses new issues. These studies will shape policies; and the policy section will be rewritten. However, in all likelihood this executive summary will remain the same.

1. It is the Town's policy that the anticipated growth to the year 1990 is welcomed and that the Town will plan and provide adequate services necessary to meet the demands of that population.
2. It is the Town policy that major improvements should be made to the water distribution system to allow it to deliver the water available from the Regional System and to accommodate expected growth to 1990.
3. The Town supports efforts to improve quality in the Sound. It is opposed to further deterioration in water quality of the Sound. The Town supports efforts initiated by the former Dare Beaches Water & Sewer Authority and its contractor, Henry Von Desen & Associates, Consulting Engineers and Planners to study the feasibility of several package treatment systems to be located on future subdivisions which have a high percentage of unsuitable soils.
4. The Town will serve areas under the following scheme of priorities: areas with poor soils close to the Sound will be served first, then areas with poor soils, then heavily populated areas, then other areas. Nags Head places the lowest priority to extending public sewer mains to the environmentally sensitive Nags Head Woods, to wetland areas and other areas which are designed for light population levels provided the soils in these areas are adequate to take care of approved development levels.

5. The Town believes that a decision on whether to support a single regional wastetreatment system for the beaches or to support the building of several small package facilities within problem areas of the Town should be made within the next 48 months.
6. The Town adopts a policy of requiring future subdivisions to design areas nearest the Sound or other estuarine water with generous setbacks for septic systems and with large lots and lot width to accomplish the lowest practical density (Environmental Considerations, p. 12). The Town supports a policy of future subdivisions utilizing a minimum one acre lot size for lots within 500 feet of the Sound.
7. The Town supports the building of another two or three lane bridge system from the Barrier Islands to the mainland.
8. The Town believes that unless additional capacity to evacuate 60,000 additional people is provided by 1990 that all municipalities on the Outer Banks, together with the U.S. Park Service, should take measures to limit growth.
9. Nags Head recommends that Dare County revise its current Hurricane Evacuation Plan (published August 14, 1980) to address the issue of restricting the movement of accident-prone vehicles on the bridges leading from the Barrier Islands.

10. The Town supports the Department of Transportation Thoroughfare Plan's proposal to multi-lane the Bypass roadway (it specifically incorporates the plan into the Land Use Plan). In the event that the entire multi-laning project could not be completed at one time, the Town supports actions that would multi-lane parts of the Bypass, even if the first sections to be paved were in Kill Devil Hills.
11. The Town supports other construction alternatives which would preserve the objectives of the Thoroughfare Plan.
12. The Town favors the continued use of the beach road as a local collector.
13. The Town favors a road in the Nags Head Woods that will utilize, to a large extent, the old roadbed and can be built with a below normal right-of-way and a minimum amount of pavement.
14. It is the Town policy to protect the mature vegetation along and near the ridge in the Nags Head Woods.
15. The Town favors Soundside Road being connected with the Old Nags Head Cove subdivision.
16. The Town supports interim or permanent measures to alleviate traffic congestion on the Bypass, provided such action does not

result in increasing the level of speed or amount of traffic on the beach road, or result in another Bypass along the Sound.

17. The Town supports the construction of a two lane bridge from the northern limits of Nags Head or the southern limits of Kill Devil Hills to Roanoke Island.
18. The Town shall take and continue to take numerous nonconstruction alternatives to relieve congestion on the Bypass. The Town shall continue to seek to cut back on the amount of commercially zoned area on the Bypass.
19. The Town shall study the possibility of restricting permitted commercial development along the Bypass to only those types which do not generate substantial amounts of traffic.
20. The Town shall, through zoning district amendments (to boundaries of districts), encourage commercial development to locate in commercial parks rather than in strips along the Bypass.
21. The Town shall study the feasibility of requiring deep setbacks for buildings from the Bypass right-of-way; it will also consider standards for the design of parking lots so as to decrease the time required to exit from the Bypass.
22. The Town shall encourage commercial development to exit into streets other than the Bypass where such options exist.

23. The Town will discourage the number of entrances and exits to and from the Bypass.
24. The Town shall encourage businesses with complementary uses to share common parking facilities.
25. The Town shall limit the number of new streets entering the Bypass.
26. The Town will foster a policy of providing public transportation to the beaches and commercial establishments for its residents and visitors.
27. Nags Head shall place a higher priority during the next ten years on paving local roads. In setting priorities, the Town will consider whether the road is likely to encourage development on lots with poor soils for septic systems.
28. The Town supports the continuation of federal flood insurance policies.
29. It is Town policy to be consistent with policies and standards of the Coastal Resources Commission for areas of environmental concern.
30. The Town desires to provide additional protection to the frontal dune system and to property owners relying on that system for

protection. The Town shall implement this policy by encouraging all property owners of lots containing frontal or primary dunes to fill in beaches, rebuild low spots, revegetate barren areas, build walkways over the dunes and avoid other actions that could weaken the protective nature of the dune system.

31. The Town fosters a policy of encouraging future motel and commercial development constructed of steel and concrete to locate west of the beach road.
32. It is Town policy that no person or legal entity be permitted to build a seawall, jetty, groin or other artificial device designed to stabilize the ocean shoreline.
33. The Town shall increase the amount of open space along the ocean-front by increasing the amount of open space required in exchange for allowing higher densities on parts of the property and greater building heights.
34. It is Town policy to provide adequate recreational opportunities, particularly beach access and parking for use of the ocean beaches and sounds for all residents of the Town.
35. In the event that the plans for providing public transportation for persons living west of the Bypass to the beach do not prove feasible or otherwise acceptable, the Town will provide beach parking areas for the use of persons who cannot reach the beach by walking or



mass transit.

36. The Town also believes that open space should be provided for environmental protection in addition to open space for recreation.
37. The Town accepts as a public responsibility the provision of access for recreation to the Sound.
38. It is Town policy to encourage a housing mix that is heavily single family. In environmentally sensitive areas the Town encourages higher density development of less sensitive lands in order that the more sensitive lands be left in open space.
39. The Town encourages the preservation of historic areas. The Town will consider the adoption of a zoning ordinance amendment, pursuant to authority granted by N.C.G.S. 160A-395, to designate the area as an historic district.
40. The Town calls on the State Department of Transportation to engineer, design and build storm surge culverts to allow movement of water under the Bypass.
41. The Town is opposed to the building of new finger canal systems.
42. The Town feels that appropriate uses within the Town's AEC's shall be those set out in the AEC's by the Coastal Resources Commission, except where more stringent restrictions have been placed on

development by the Town through its zoning regulations or subdivision controls. The Town supports the efforts of local residents and property owners who have attempted to stabilize the dune system by doing sand pushing and vegetation.

43. It is the policy of the Town of Nags Head to protect from development as much as is possible the unique and natural features in the Nags Head Woods. It is also Town policy to respect the rights of those persons who own land in the Woods to have a reasonable and practical use of their property, including a reasonable rate of return.
44. The Town is particularly interested in protecting those features which if not protected would result in the loss of the Woods as a unique natural area.
45. The Town proposes to adopt district zones that conform to the natural boundaries of the elements of the total system that makes up the Woods and to prescribe an appropriate development density for each zone.
46. The Town is opposed to energy facilities, including pipelines, docking facilities and plants, locating anywhere within the Town's jurisdiction.
47. Nags Head is opposed to commercial or non-commercial cutting of the Nags Head Woods timber and to mining activities there.

48. The Town feels that commercial fisheries uses within the Town are incompatible with other uses in the Town.

49. The Town will continue to provide a strong citizen participation program for the future.

50. The Town has a policy of cooperating with other municipalities on the Dare Outer Banks, with the County, State and Federal government in pursuing all the aforementioned policies.

## CHAPTER IV

### LAND CLASSIFICATION

Established: The purpose of the developed class is to provide for intensive development and redevelopment of existing urbanized areas. Areas to be classified as developed include lands currently developed for urban uses at or approaching a density of 500 dwellings per square mile that are provided with usual municipal services including at least public water, sewer, recreational facilities, police and fire protection. In the Town of Nags Head, the developed class has been subdivided into an established class to reflect a situation where the Town has services listed above, except for public sewer. The Town is currently involved in studying the feasibility of public sewer under the Regional 201 Facilities Plan. The area in the Town classified as established is located between the ocean and the U.S. 158 By-Pass. However, there are several established subdivisions west of the By-Pass (see classification map).

Transition: The purpose of the transition class is to provide for future intensive urban development within the ensuing ten years on lands that are most suitable and that will be scheduled for provision of necessary public utilities and services. The transition lands also provide for additional areas when lands in the developed class are not available or when they are severely limited for development. In the Town of Nags Head, all lands not classified as established,

conservation or conservation use are transition.

Conservation Use: Conservation Use areas are those areas having significant environmental resources deserving of protection, but where the protection required, considering such factors and land patterns, development costs, land values, etc., is such that limited development is appropriate. In these areas the Town favors cluster development and low density. Generally this area coincides with the boundaries of the Nags Head Woods.

Conservation: The purpose of the conservation class is to provide for effective long term management of significant limited or irreplaceable areas. This management may be needed because of its natural, cultural, recreational, productive, or scenic values. These values should not be identified as transition in the future. In the Town, lands classified as conservation include all AEC areas. Such areas would be the ocean hazard area, estuarine shoreline, coastal marshes, and all surface waters.

#### RELATIONSHIP OF POLICIES AND LAND CLASSIFICATION

Established: In this class, present uses include a combination of urbanized uses (e.g. high, medium and low density residential; commercial, transportation, and institutional). It is the policy of the Town to maintain existing growth and provide development opportunity to allow for increased tourist economy. The zoning in the established class segregates commercial and high density uses along portions of the oceanfront and By-Pass. Several of the high density developments operate with package waste treatment systems.

Residential development has been at moderate densities and has considered soil limitations, so that considering the small number of canal lots and the existence of public water, it does not pose a problem.


Transition: Almost all of this classification is presently platted for residential development. These areas are expected to accommodate the urbanized population and economic growth through the planning period. Sewer is not absolutely necessary to the development of this area.


Conservation Use: This area is intended for protection through low density development. Such a development scheme should implement the policies and proposed management practices for the Nags Head Woods.

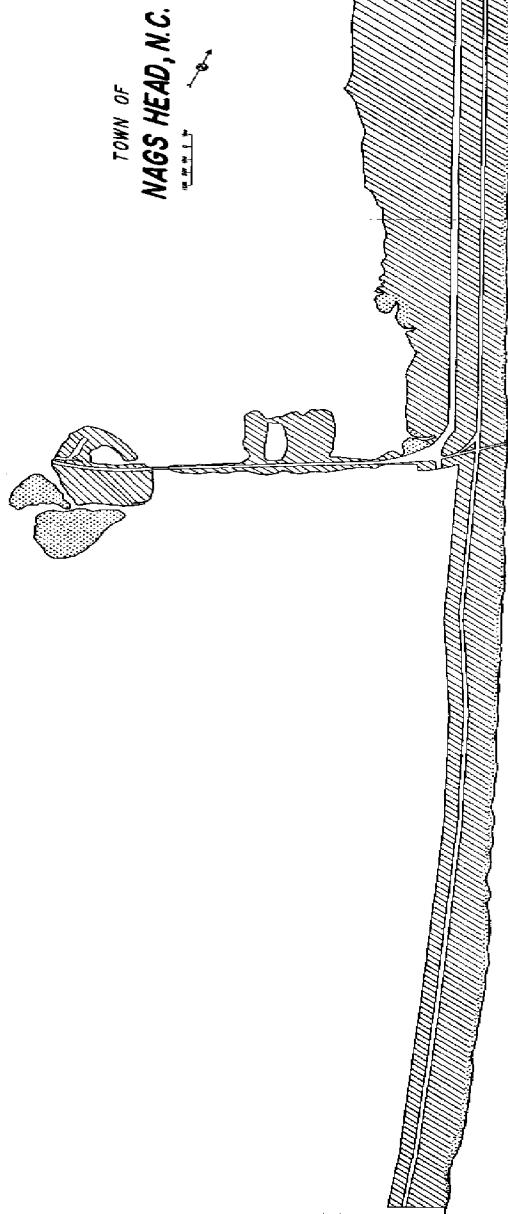
Conservation: The purpose of the conservation class is to provide for effective long term management of significant limited or irreplaceable areas. This management may be needed because of its natural, cultural, recreational, productive or scenic values. In the Town, this class applies to all AEC areas, which include the ocean hazard areas, estuarine shoreline, coastal wetlands, and all surface waters. The Town supports CAMA regulations in applying standards for these areas. The Town allows plowing to create dunes, but does not support beach nourishment procedures or the establishment of groins or jetties. The Town allows bulkheading on the estuarine shoreline. The Town allows the construction of walkways and platforms over the frontal dunes as long as public access is not interfered with.

**LAND CLASSIFICATION MAP  
1980**

Legend:

 Transition

 Conservation



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